

REPORT

OF A COMMITTEE OF THE IMPERIAL CONFERENCE CONVENED TO DISCUSS DEFENCE (MILITARY) AT THE WAR OFFICE.

[208d]

JUNE 14 AND JUNE 17, 1911.

Chairman—

General Sir WILLIAM NICHOLSON, Chief of the Imperial General Staff.

Members—

Brigadier-General, H. H. WILSON, C.B., D.S.O., Director of Military Operations.

Brigadier-General L. E. KIGGELL, C.B., Director of Staff Duties.

Major-General A. J. MURRAY, C.B., C.V.O., D.S.O., Director of Military Training.

Colonel J. ADYE, C.B., General Staff.

Colonel W H. BOWES, General Staff.

Dominion of Canada—

The Honourable Sir F. W. BORDEN, K.C.M.G., Minister of Militia and Defence.

Major-General C. J. MACKENZIE, C.B., Chief of the General Staff, Dominion of Canada.

Colonel S. HUGHES, M.P., Railway Intelligence Officer.

Commonwealth of Australia—

The Honourable G. F. PEARCE, Minister of Defence.

Commander S. A. PETHBRIDGE, Secretary to the Department of Defence.

Dominion of New Zealand—

The Honourable J. G. FINDLAY, K.C., LL.D., Attorney-General and Minister of Justice.

Union of South Africa—

The Honourable F. S. MALAN, Minister of Education.

A Committee constituted as above appointed to consider various subjects in connection with the Military Defence of the Empire met at the War Office on Wednesday, 14th June, and Saturday, 17th June, when the following matters were considered and conclusions arrived at.

(A) The Co-operation of the Military Forces of the Empire.

The Committee agreed that, in view of the fact that the representatives of the self-governing Dominions at the Imperial Defence Conference of 1909 signified their general concurrence in the proposition "That each part of the Empire is willing to make its preparations on such lines as will enable it, should it so desire, to take its share in the general defence of the Empire," the arrangements required to facilitate the co-operation of the military forces of the Empire fall within the scope of the duties of the local sections of the Imperial General Staff working under the orders of their respective Governments and in communication with the central section at the War Office, on which the Dominions will be represented.

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(B) The Progress of the Imperial General Staff and the Development of its Functions.

The following statement showing the progress that has been made was laid before the Committee by the Chief of the Imperial General Staff:—

The need for a General Staff "selected from the forces of the Empire as a whole" was affirmed by the Imperial Conference which met in London in 1907, and it was then decided that the Chief of the General Staff should put forward definite proposals to give effect to the resolutions of the Conference on this subject.

Accordingly, proposals were put forward through the Colonial Office to the Governments of the self-governing Dominions in December 1908.

These proposals were generally accepted by the Governments concerned early in the following year, and the actual formation of an Imperial General Staff was then taken in hand. The Imperial General Staff has therefore been scarcely two years in existence. In such a short period it would not be reasonable to look for very great progress. The General Staff of the German Army in its present form had been in existence for over half a century before its value was proved to the world in 1866 and 1870. The General Staff of the Japanese Army was over twenty-five years old before the recent campaign in Manchuria began.

Although the General Staff of the Regular Army had only been in existence, under that name, a little over three years when its development into an Imperial General Staff was decided on, a staff, which included in its duties a good deal of what is now known as General Staff work, had been in existence for centuries; the Staff College had been established for over half a century; and a large number of experienced Staff officers were available to take up the duties of the new formation.

Notwithstanding its extreme youth in its present form, it may fairly be claimed that considerable progress has been made by the Imperial General Staff in its two years of existence, as will be seen from the following short account of what has been done.

As soon as the formation of the Imperial General Staff was seriously taken in hand it was found that more definite agreement on various points was required, and accordingly a paper on the detailed arrangement of loans, attachments, and interchanges of and between officers of the Regular Army and officers of the forces of the oversea Dominions, was drawn up under the orders of the Chief of the Imperial General Staff in 1910, and was forwarded through the Colonial Office for the consideration of the various Governments concerned. The proposals contained in that paper have been accepted in principle by Canada and New Zealand. Australia has not yet replied, and the Government of the Union of South Africa have stated that they are not in a position to enter into any engagement at present.

FORMATION AND ORGANIZATION OF LOCAL SECTIONS OF THE IMPERIAL GENERAL STAFF IN EACH DOMINION.

CANADA.

A Canadian Section of the Imperial General Staff is in process of formation and is being evolved from the existing Canadian General Staff in accordance with a proposal put forward by the Department of Militia and Defence in 1909. The following officers may perhaps be regarded as constituting the Canadian Section of the Imperial General Staff, so far as its formation has gone:

Chief of the General Staff and 1st Military Member of the Militia Council—
(Major-General, General Staff)—Major-General C. J. MACKENZIE, C.B.

Director of Operations and Staff Duties—

(General Staff Officer, 2nd Grade)—Major G. PALEY.

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Commandant Royal Military College, Kingston—

(General Staff Officer, 1st Grade)—Lieutenant-Colonel J. H. V. CROWE.

Professors, Royal Military College, Kingston—

(General Staff Officers, 2nd Grade)—Major T. B. WOOD, Captain W. ROBERTSON.

A request has lately been received for six more General Staff Officers to be sent to Canada to be employed as follows:—

1 General Staff Officer, 1st Grade, for Mobilisation duties at Militia Headquarters.

4 General Staff Officers, 2nd Grade, for duty with Divisions in Eastern Canada.

1 General Staff Officer, 2nd Grade, for duty in the Districts of Western Canada.

AUSTRALIA.

The Commonwealth Section of the Imperial General Staff was organised in August 1909, and is now constituted as follows:—

Headquarters.

Chief of the General Staff and Chief of the Commonwealth Section Imperial General Staff—

Major-General J. C. HOAD, C.M.G.

Director of Defence Organisation—

(This position has not yet been filled.)

Director of Military Training—

Major F. A. WILSON, D.S.O., (an Imperial Exchange Officer replacing Captain C. B. B. White, Commonwealth Forces, who is attached to the War Office as General Staff Officer, 3rd Grade).

Director of Intelligence—

Colonel the Hon. J. W. McCAY, V D.

The duties allotted to each branch are as follows:—

Commonwealth Section of the Imperial General Staff—

At Headquarters.

Chief of the Commonwealth Section, Imperial General Staff.

Organisation for war. Plans of concentration for war. Intelligence concerning the Commonwealth. Preparation and maintenance of Defence Scheme.

Training and instruction. Supervision and inspection of training at camps, manœuvres, &c. Education and examination for promotion of officers. Recommendation for appointment to and promotion of officers of Commonwealth Section of the Imperial General Staff.

Field operations and promulgation of operation orders. Schemes for manœuvres and Staff rides. Drill books and training manuals. General Staff libraries. Preparation of maps.

Advice upon raising and disbanding of units. Censorship in time of war.

Director of Defence Organisation.

Organisation and plans of concentration for war. Defence schemes for the Commonwealth. Strategic and tactical Reconnaissances.

Director of Military Training.

Training and instruction of all arms. Education and examination for promotion of officers. Arrangement of classes of instruction. Conduct of examination of officers

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for Staff College and for appointment to permanent forces. Schemes for manœuvres and staff rides. Drill books and training manuals.

Advice upon the acquisition of training grounds and ranges.

Advice upon the allotment of funds for training and manœuvres.

Director of Intelligence.

Intelligence. Preparation and issue of maps. Headquarters library.

In Districts.

Officers of the Commonwealth Section of the Imperial General Staff will, under the respective Commandants, carry out the duties in districts corresponding to those laid down for the Commonwealth Section of the Imperial General Staff at headquarters.

NEW ZEALAND.

The Dominion Section of the Imperial General Staff was organised in December 1910 as follows:—

Dominion Section of the Imperial General Staff.

Director of Military Training and Staff Duties—

Lieutenant-Colonel E. S. HEARD, P.S.C., Imperial General Staff.

Attached to the General Staff—

Captain H. H. BROWNE (Mounted Services).

Captain C. S. RICHARDSON (Garrison and Field Artillery Services).

Captain J. E. DUIGAN (Engineer Services).

(An additional officer to be appointed).

Director of Military Operations and Intelligence—

Lieutenant-Colonel J. T. BURNETT-STUART, D.S.O., P.S.C., Imperial General Staff.

Attached to the General Staff—

(An officer to be appointed).

Major General A. J. Godley, C.B., combines the functions of Chief of the local section of the Imperial General Staff with his functions as Commandant of the Defence Forces.

The New Zealand Government have applied for the services of four more General Officers, who will shortly proceed to take up their appointments as 3rd Grade General Staff Officers in districts.

SOUTH AFRICA.

When the various self-governing South African Colonies received the Imperial General Staff Memorandum early in 1909 they were unable to enter into any engagement in view of the great impending political change.

The Governor General of South Africa has now transmitted a Minute from the Union Government of South Africa, acknowledging receipt of the Memorandum on Loans, Attachments, and Interchanges, and stating that they are not yet in a position to gauge what will be the actual requirements of the Union Defence Forces.

Necessity for having one Supreme Head to the Imperial General Staff,

This necessity was recognized and the Chief of the General Staff became the Chief of the Imperial General Staff. This change was of title effected in November, 1909.

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Subjects with which Local Sections of the Imperial General Staff should deal.

It was recommended in the Imperial General Staff Memorandum, dated the 7th December, 1908, that these sections should deal with:—

1. Local defence.
2. The training of troops on lines similar to those now followed for the United Kingdom by the Training Directorate at the War Office.

These subjects are now being dealt with by the Commonwealth section of the Imperial General Staff in Australia, and by the Canadian General Staff, Canada. The New Zealand section of the Imperial General Staff has had little time to do more than organise the new formation and arrange the allotment of duties; but these are already well in hand, and some progress has been made in the direction of training officers and non-commissioned officers.

RELATIONSHIP BETWEEN THE CHIEF OF THE IMPERIAL GENERAL STAFF AND THE CHIEFS OF LOCAL SECTIONS, AND THE BEST METHOD OF KEEPING TOUCH BETWEEN THEM.

So far as is practicable at this stage of the development of the Imperial General Staff, efforts have been made to apply the principles recommended in the Memorandum of the 7th December, 1908. There are difficulties, however, in establishing that close connection which, without interfering with complete local control, will still enable the central section to indicate what are the correct general principles in purely military matters and assist local sections in obtaining such advice as they may need. In fact, the necessity for some personal intercourse between central and local sections has been felt.

With a view to meeting this requirement the Chief of the Imperial General Staff is now in touch with the Chiefs of local sections by means of a direct system of semi-official correspondence on subjects, such as routine and training, on which direct correspondence has been approved by the Governments concerned. But it would appear that the further development which is so essential must be largely dependent upon the formation at headquarters of a Dominion section on the lines suggested in the Memorandum of the 31st August, 1910, on the subject of Loans, Attachments, and Interchanges.

Appendix (A)* shows the extent to which the principle of loans, attachments and interchanges of officers has been carried out in recent years.

Appendix (B) shows the officers belonging to the self-governing Dominions who have undergone a course at the Staff College.

From these Appendices it will be seen that progress is being made towards providing for future requirements of the central and local sections of the Imperial General Staff.

Conclusion.

The Committee accept this statement, and desire to express their satisfaction at the progress that has been made.

(C) Examination for the Promotion of Officers of the Permanent Forces of the Dominions.

The following Memorandum by the General Staff was laid before the Committee:—

A short history of how the Overseas Dominions have gradually adopted, for officers of their permanent military forces, the same examinations for promotion as those laid down for officers of the British Regular Army, is set forth hereunder.

* Interchanges between the forces of the self-governing Dominions, of which the War Office has no cognizance, are not included in this Appendix.

In order to show the progress that has been made in those examinations since their adoption, a table of results is attached, Appendix (C). For the purposes of comparison, this table also includes the results of the examination of officers of the British Regular Army.

CANADA.

2. On the 10th September, 1903, a Despatch was received from the Governor-General of the Dominion of Canada on the subject of the examination of officers of the Permanent Forces for promotion. In it Lord Dundonald expressed a desire that Officers of the Permanent Forces of Canada should undergo the same examinations for promotion, and at the same time, as those laid down for Officers of the British Regular Army.

This request was agreed to, and papers were forwarded on the 14th October, 1903.

At this time the examinations of lieutenants and captains were almost entirely theoretical.

1904. The syllabuses for the examination of officers of the British Regular Army, which had undergone revision and assumed their present lines, came into operation.

Canada adopted this revise.

1905. At the request of the Government of the Dominion of Canada, arrangements were made for the candidates' answers to the papers of questions sent out for use at the May examination, to be sent home for correction by examiners employed by the War Office, Canada bearing the extra expense involved thereby.

On the 8th May, 1905, Canada informed the War Office that the Board of Examiners (Canada) had been authorised to substitute for any question in the examination papers that did not come within the scope of the knowledge of an officer of the Canadian Permanent Force a question similar in meaning and extent, but which might fairly be said to come within that scope. A copy of substituted questions, together with the necessary books and a reference to where the correct answers were to be found, to be forwarded to the War Office with the candidates' work.

1907. At the request of the Chief of the General Staff, Canadian Militia, alternative questions were set by War Office Examiners in the paper on Military Law (d) (ii). Substituted questions on papers dealing with Organisation, Administration, &c., were still being set by the Board of Examiners, Canada.

This latter arrangement did not work very well.

1909. This was pointed out in a letter to Canada, forwarded through the Colonial Office, dated 12th August, 1909. It was suggested that any substituted questions in a paper (other than Organisation and Administration) set by the Board of Examiners in Canada should be marked by them and the results forwarded to the War Office for compilation with the results in other subjects. It was also suggested that the paper on Organisation and Administration (d) (iii) and Army Medical Organisation in Peace and War should be set entirely by the Canadian military authorities, in which case those two papers would no longer be sent out from War Office for the use of officers of the Canadian permanent forces.

In the reply, Canada requested that the system of setting and marking examination papers should be given a further trial in December, 1909.

On the 14th October, 1909, the Canadian authorities were informed through the Colonial Office that the Army Council were willing to give the system a further trial.

It was pointed out, however, that—

(1) It was impossible to conduct satisfactorily the examination in Organisation and Interior Economy laid down for officers of the (British) regular army when applied to officers of the Canadian Permanent Forces.

The subjects and subheads referred to were subhead (iii) of subhead (d).

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Organisation and Administration, subject (h), lieutenants, R.A.M.C., Organisation, Administration, and Interior Economy of the Royal Army Medical Corps, subject (i), lieutenants A.V.C., Organisation, Administration, and Interior Economy of the Army Veterinary Corps.

Army Medical Organisation in Peace and War—Majors of the Royal Army Medical Corps.

(2) The War Office Examiners had repeatedly represented their inability to deal satisfactorily with answers to such questions written by Canadian officers.

It was suggested that the Army Council would undertake the examination of officers of the Canadian Permanent Forces in all written subjects and subheads, except those mentioned above. The papers were to be identically the same as used for officers of the British Regular Army, with alternative questions in Military Law (d) (ii).

The papers enumerated above to be set entirely by the Canadian Militia Council. Specimen papers in these subjects set by the War Office were to be sent out to Canada (as soon as printed) *for the purpose only* of indicating the standard which it is considered desirable to maintain.

The result of the examination in those subjects, with the remarks of the Examiners, to be sent home for compilation in the report on the examination published by the War Office.

It was considered that, if the above method was adopted, the necessity of Canadian military authorities setting alternative questions would be avoided.

Canada agreed to those proposals coming into operation after the December, 1909, examination.

Another point arose in December, 1909, with reference to the Army Service Corps papers in subject (g), owing to the War Office examiner not being familiar with local conditions in Canada; but this was subsequently arranged by sending out the papers confidentially some time beforehand, and allowing the military authorities of Canada to substitute questions for any not considered suitable for officers of the permanent force, employing their own examiner to set and correct the questions so substituted, and forwarding the marks allotted to the War Office.

This arrangement is working satisfactorily.

1910. For the December 1910 examination the Canadian military authorities adopted the examination paper in subject (d) (iii) and subjects (h) and (i). No candidates took up the two latter papers.

AUSTRALIA.

3. On the 8th July, 1909, a despatch was received from the Governor-General of the Commonwealth of Australia, asking if the Army Council would be prepared to make the same arrangements for examining the officers of the permanent forces of the Commonwealth as were made in the case of the Canadian permanent forces. The Army Council replied, on the 26th July, 1909, that they would be very pleased to make similar arrangements, but stated that the then existing arrangement by which the President of the Canadian Examining Board was empowered to substitute questions for any not considered suitable in the papers of questions sent out from the War Office was not altogether satisfactory, and a new arrangement was under consideration.

On the 6th October, 1909, a letter was forwarded through the Colonial Office, stating that the Army Council fully recognized the principles underlying the proposals of the Governor-General of the Commonwealth of Australia, that the military education of officers of the permanent military forces throughout the Empire should be as far as possible assimilated. They were prepared to examine officers of the permanent forces of Australia in all the written examinations with certain exceptions—(the conditions mentioned in letter *re* Canada, dated the 14th October, 1909, were set forth).

These conditions were accepted, and the system is working satisfactorily.

NEW ZEALAND.

4. On the 20th October, 1910, a despatch was received from the High Commissioner for New Zealand asking the Army Council to forward papers for the examination of officers of the permanent forces of New Zealand.

The Army Council replied on the 28th October, 1910, that they would be pleased to forward papers under the same conditions as appertained to Australia.

No officers have yet been examined, but it is anticipated that some will attend the examination in May 1911.

On the 14th December, 1910, Colonel Heard, who had taken up his appointment as D.M.T. in New Zealand, wrote that, as the Organisation of the military forces of that Dominion will be modelled on that in England, there was no reason why the officers of the New Zealand permanent Forces should not take the same paper in (d) (iii) as officers at Home, and asked for reconsideration of decision of the Army Council not to set the paper in (d) (iii). As regards (h) and (i), there were no officers of the R.A.M.C. or A.V.C.

The Army Council replied that they would be pleased to reconsider their decision.

EXAMINATION FOR TACTICAL FITNESS FOR COMMAND IN CANADA, AUSTRALIA, AND NEW ZEALAND.

5. In 1910 the examination for Tactical Fitness for Command were revised, for officers serving in the United Kingdom, whereby the paper for Examination in Part I, Appendix XII King's Regulations is now set under arrangements made by the War Office. The offer to extend this system to officers serving abroad and to officers of the permanent forces of the Oversea Dominions was made, and was well responded to in the first examination held in December 1910.

It may be added here that the Government of India have also quite recently decided to adopt our examinations entirely.

6. The Remarks of the Director of Military Training in the "Report on Examinations" have of late been considerably amplified. A supply of those Reports is made to the Oversea Dominions with a view to assisting instructions.

LOCAL SECTIONS, GENERAL STAFF.

7. Frequent correspondence with a view to attaining uniformity of standard takes place between the General Staff at the War Office and the local sections of the Imperial General Staff, and the greatest harmony prevails.

The papers themselves are now forwarded direct to the local sections of the General Staff in the Oversea Dominions, thereby saving time. During the past year officers of the Australian, Canadian, and New Zealand forces have been attached to the branch of the General Staff under the D.M.T. at the War Office, in order to make themselves familiar with the working of the machinery of that Department. Colonel Heard, before taking up his appointment as D.M.T. in New Zealand, also attended for this purpose.

Certain changes have been made in the regulations relating to the examination of officers for promotion. Those changes have been explained to each of the Oversea Dominions by circular letter.

SUMMARY.

8. From the above, it will be seen that very real effect has been given already to the proposals made at the Colonial Conferences of 1907 and 1909, in which it was agreed that the education of officers was the bedrock of the formation of the Imperial Organisation. It is hoped that the officers of the permanent forces of the Commonwealth of Australia will shortly take the paper set in (d) (iii) (Organisation, &c.) for officers of the British Regular Army, as has already been done in the case of officers of the permanent forces of Canada and New Zealand. It may then be said that all the Oversea Dominions will have adopted our examinations almost in every detail.

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Considering the short time in which this has been brought about, it may be considered that very satisfactory progress has been made towards uniformity of education of officers throughout the Empire.

Conclusion.

The Committee consider that satisfactory progress has been and is being made to give effect to the proposals regarding the education of officers throughout the Empire which were agreed to at the Conferences of 1907 and 1909; and they desire to record their opinion that the action taken on these proposals has already resulted in a marked improvement in military education.

(D) Courses of Instruction in the United Kingdom and India of Officers of the Oversea Dominions.

The following Memorandum by the General Staff was laid before the Committee:—

As regards the attendance of officers of the Forces of the self-governing Dominions at schools of instruction in the United Kingdom, much consideration has been given to the question by the War Office. Heretofore the majority of such attachments have been arranged by High Commissioners direct with the Commandants of the schools of instruction and General Officers Commanding concerned. This method was found to be unsatisfactory. A Committee has recently considered the whole question of the attachment of officers of the self-governing Dominions and Colonies to schools and units of the Regular Army.

As a result of this Committee's recommendations, it is proposed that all applications for the attachment of officers for instruction, &c., should be addressed by High Commissioners to the Secretary, War Office, in the first instance. The Branch of the War Office concerned will then advise upon such attachments and draw up the necessary programme. Arrangements with schools of instruction and commands will be made by the War Office, and High Commissioners will be notified accordingly.

On the completion of a course of instruction a report on each officer will be rendered by the War Office to the Government concerned through the prescribed channel of correspondence.

2. As the Government of India have concurred generally in the proposals made in the Memorandum on loans, attachments, interchanges, &c., it is presumed that similar arrangements will be made in the case of officers of the Dominion Forces sent to India to undergo courses of instruction in that country.

3. With reference to paragraph 9 of the Memorandum on the subject of loans, attachments, and interchanges, in order that a suitable programme of work may be drawn up for the instruction of attached or interchanged officers of the self-governing Dominions it is desirable that the War Office should be informed as to what duties such officers will be required to perform on return to their own countries. To enable suitable programmes to be drawn up for each individual, such information should be furnished when the application is submitted for the attachment or interchange in addition to the information specified in the above-mentioned paragraph.

4. It should be borne in mind that in the United Kingdom the year is divided into two periods for training purposes. The first period, "individual training" consists of the four winter months, November, December, January, and February, and is primarily employed in the individual training of all ranks to enable them to take their places in their units. The second period, "collective training", lasts from the 1st March to the 31st October. The latter period is devoted to perfecting the training of units to enable them to take their places in the higher formations of the Army, and to training these formations themselves. It commences with squadron, battery, or company training which is followed by training in the next highest formation, and so on until it culminates in combined training of all arms in manœuvres or tactical exercises.

It is therefore recommended that all attachments and interchanges should be so arranged as to enable officers to obtain the advantages to be derived from a progressive course of training.

5. In the case of officers of the self-governing Dominions sent home on the interchange system, it should be observed that these officers temporarily fill definite positions in the Home Army for which they receive certain rates of pay. The duties and responsibilities appertaining to these positions, whatever they may be, are definitely fixed. It is therefore difficult to arrange a suitable programme of instruction for them without disorganising to some extent the training of the unit to which they are posted on interchange. In the case of attached officers this is not the case, as they are supernumerary to the establishment, and they can therefore be spared to attend such courses, &c., as may be deemed fit, without interfering with the unit to which they may be attached.

Conclusion.

The Committee consider that the arrangements made are satisfactory.

(E) The Terms upon which the Services of the Inspector-General of the Oversea Forces could be Invited if the Dominion Governments so desire.

The following Memorandum by the General Staff was laid before the Committee:—

In considering arrangements for the inspection of the forces of the self-governing Dominions it is understood that such inspections can only take place on the invitation of the Governments concerned.

In the event of the Government of a self-governing Dominion desiring that its forces should be inspected, the Army Council will be prepared to make the necessary arrangements for the inspection to be carried out by the Inspector-General of the Oversea Forces.

In such cases the duties of the Inspector-General of the Oversea Forces will be similar, *mutatis mutandis*, to those defined in paragraphs 7 to 10 and 13 of War Office Memorandum, dated 20th June, 1910, for the inspection of those portions of the Empire outside the United Kingdom and the limits of the Mediterranean Command, where troops under the control of the Home Government are stationed.

These duties would be as follows:—

He must form a judgment on the efficiency of officers and men, on the handling of troops, on the standard and system of training, on the suitability of equipment, and generally on all that affects the readiness of the forces for war.

For the proper discharge of his functions it is necessary that he should—

(a) By means of inspection ascertain whether the training instruction and preparation for war of the forces of the Dominion concerned, as laid down by Regulations, are fully carried out in the various commands, and whether a uniform standard of efficiency is attained.

(b) Advise as to changes of regulations bearing on (a).

(c) Acquaint the Minister of Defence with the state of the forces of the Dominion concerned as regards both personnel and equipment.

2. The functions of the Inspector-General of the Oversea Forces should be exercised with due regard to the general system of inspection applicable to an army, this system as carried out consecutively by Regimental Commanders, Commanders of Brigades, General Officers Commanding and local Inspector-General being of a progressive nature. In every case the object of an inspection is to ascertain the results achieved by the officer responsible for the efficiency of the unit or body of troops concerned.

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It is the duty of an Inspecting Officer to bring omissions and defects to notice, but this should be done without fettering the initiative or trenching on the responsibility of the Commanding Officer in regard to the training of his men.

In addition to the duties enumerated above, the inspection of the coast defences of a Dominion will be included in the functions of the Inspector-General of the Oversea Forces.

The Inspector-General of the Oversea Forces would report to the Minister of Defence of the Dominion concerned, forwarding a copy of his report for the information of the Army Council.

Unless specially asked to do so by the Government of a Dominion, it would not be the duty of the Inspector-General to deal with questions of military policy, war, organisations, schemes of local defence, the system of education of officers or similar matters, on which the Local Headquarters Section of the Imperial General Staff are responsible for advising their respective governments. His opinion on these subjects would not, until confirmed by competent authority, commit the War Office or His Majesty's Government.

3. The Chief of the Imperial General Staff being charged by the Secretary of State for War with the military defence of the Empire, and with the system of military training and with war organisation, so far as the forces under the control of the Home Government are concerned, it would seem expedient, should the Government of the Dominions require advice on such matters other than that to be obtained from their local sections of the Imperial General Staff, that application for such advice should be made to the War Office through the approved channel. Otherwise divergent views may be expressed and confusion may result.

4. The question of sharing between the Home and Dominion Governments the expenses incurred in connection with visits of inspection of the Inspector-General of the Oversea Forces must be considered; and it is suggested that the following proposal would meet the case as regards inspections in Dominions in which no forces under the control of the Home Government are employed:—

The Home Government to be liable for—

Pay of the Inspector-General of the Oversea Forces and his Staff.

Passages one way.

Travelling expenses and allowances in the United Kingdom.

The Dominion to be liable for—

Passages one way.

Travelling expenses and allowances in the Dominion.

In the case of a Dominion such as South Africa, where troops under the control of the Home Government are stationed, it would save time and money if any desired inspection of the Dominion forces could be carried out when the Inspector-General was visiting the Dominion for the purpose of inspecting the regular troops; the liability of the Dominion Government being then limited to any extra expenses due to the inspection of their own forces.

5. By the 1st November in each year the Inspector-General of the Oversea Forces submits for the approval of the Army Council a programme of his inspections during the following year, beginning on the 1st April. In the event of the Government of a self-governing Dominion desiring its forces to be inspected, it will be convenient that application should be made to the Army Council not later than the 1st August in the year preceding that in which it is desired the inspection should take place.

Conclusion.

The Committee recommend the acceptance of the terms proposed.

(F) The Education of Officers at the Staff Colleges.

The following Memorandum by the General Staff was laid before the Committee:—

There is one important matter connected with the education of officers which in the opinion of the Army Council, should be discussed in detail with the representatives, and that is the question of the entrance of officers belonging to the forces of the oversea Dominions to the Staff Colleges at Camberley and Quetta.

In the first place it is essential that officers selected for a course at one of the Staff Colleges should possess sufficient military knowledge and general education to enable them to profit fully by the instruction given there. This is ensured, as regards officers of the Regular Army, by requiring them to prepare, by a course of previous study, for the work they would have to do at the Staff College, and to give proof that they have done so by qualifying at the entrance examination. Canada and Australia now require their officers to prepare themselves for and qualify at the entrance examination for admission, and it is desired to submit for the consideration of the representatives of the other oversea Dominions that, in their own interests, equal demands should be made on their officers.

In regard to this question it is necessary to remember that it is intended that the p.s.c. certificate shall be regarded as a qualification for employment on the Imperial General Staff, so far as professional requirements are concerned, and it is essential that no officer should be appointed to the Imperial General Staff whose attainments have not been proved to come up to the required standard. For this reason, if officers of the forces of the oversea Dominions are to be admitted to a Staff College without having proved their fitness to profit by the course of instruction there, it would be necessary to consider the introduction of an examination for them, before they left the college, upon the result of which their inclusion in the list of Staff College graduates would depend, provided that the report of the Military Board was satisfactory.

The full course at the Staff College is of 2 years' duration, and in the interests of the forces of the oversea Dominions and of the proper training of candidates for the Imperial General Staff, it is not advisable, as a general rule, that any period of instruction less than 2 years should be recognized as qualifying an officer for the p.s.c. certificate.

Although a very limited number of officers of the Regular Army below the rank of Lieutenant-Colonel, who are considered specially qualified by approved service on the staff in the field, are permitted to undergo a 1-year course at a Staff College, it must be remembered that such officers have had the advantage of at least from 15 to 20 years experience with troops, in addition to having given proof of having reached a high standard of military knowledge and aptitude. The officers of the forces of the various oversea Dominions, who have not had equal opportunities of gaining experience in the profession of arms, cannot be expected to have reached the same standard of military knowledge; and, in the interests of the Imperial General Staff and of the forces of Dominions themselves, it is not considered that any curtailment of the full course of instruction should be permitted in their case.

As accommodation at the college is limited, it is necessary that applications for admission should, in future, be dispatched in time to reach the War Office by the 31st May annually for admission in the following January. This would give time to consider the possibility of making the necessary arrangements.

Conclusion.

The Committee agree to the general conditions stated in this paper as to the qualifications necessary for admission of officers belonging to the Forces of the Oversea Dominions to the Staff Colleges at Camberley and Quetta, and as to the general rule

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that no period of instruction less than two years should be recognized as qualifying an officer for the p.s.c. certificate.

The Committee recommend that the accommodation and staff at Camberley should be increased sufficiently to enable not less than 12 or 13 officers of the Forces of the Dominion to be admitted annually; and that the Dominions should contribute towards the cost of this increased accommodation and any necessary increase in instructional and administrative staff; such contribution to take the form of an annual payment *per capita* for each student at a rate to be agreed on, which it is understood would be, approximately, 200*l*.

APPENDIX (A).

TABLE showing Officers of the Regular Force who were employed in the Oversea Dominions in January, 1909, or who have been employed there since that date; and Officers of the Forces of the Oversea Dominions employed with or attached to the Regular Forces during the same period.

Rank and Name.	Corps.	Appointment.	From	To	Remarks.
CANADA.					
Loans.					
Capt. E. N. Mozley.....	R.E.....	Prof. R.M.C., Canada..	25-8-'04	25-8-'09	
Maj.-Gen. Sir P. H. N. Lake, K.C.M.G., C.B. p.s.c.....		C.G.S. Canada. Insp.-Gen. and Ch. Military Adviser.....	1-11-'04	11-11-'10	Maj. Gen. Staff.
Capt. H. R. V. de Bury.	R.A.....	Prof. R.M.C., Canada..	23-8-'05	22-8-'10	
Capt. C. Russell-Brown.	R.E.....	Prof. R.M.C., Canada..	28-9-'05	31-7-'10	
Lt.-Col. W. G. Gwatkin, p.s.c.....		Dir. Opr. and Staff Duties, Canada	15-10-'05	20-10-'09	Gen. Staff, 2nd Grade.
Lt. Col. E. T. Taylor, p.s.c.....		Comdt. R.M.C., Canada	12-10-'05	11-10-'09	Gen. Staff, 2nd Grade.
Major J. B. Pym.....	R.M.....	Insp. Small Arms, Canada.....	22-2-'06	22-5-'10	
Major G. R. Poole.....	R.M.A.....	Employed with Forces, Canada.....	29-3-'06	Date.	
Lt.-Col. C. E. English,..	R.A.....	Ditto and C.S., Quebec, Cmd.....	1-4-'06	Date..	
Capt. E. H. Robinson...	A.O.D.....	Inspr. Ord. Machinery..	1-4-'06	(?) '09	
Lieut. E. F. S. Dawson..	R.E.....	Instr. R.M.C., Canada..	12-4-'06	Date.	
Capt. M. St. L. Simon..	R.E.....	Instr. in Electric Lighting, Canada.....	17-5-'06	16-5-'10	
Lieut. W. K. P. Blair...	R.A.....	Instr. R.M.C., Canada..	20-9-'06	Date.	
Capt. W. L. de M. Carey	R.E.....	Employed with Forces, Canada.....	10-5-'07	10-11-'09	
Lieut. A. D. MacDonald	R.A.....	Employed with Forces, Canada.....	20-2-'07	20-3-'11	
Lt.-Col. R. K. Scott..	A.O.D.....	Employed with Forces, Canada.....	20-5-'07	19-5-'10	
Lieut. L. G. Matterson	R.A.....	Employed with Forces, Canada.....	27-9-'07	26-9-'09	
Capt. T. P. C. Smith....	R.W.K. Regt.....	Employed with Forces, Canada.....	18-10-'07	Date.	
Capt. H. B. H. Johnson.	R.A.....	Employed with Forces, Canada.....	8-4-'08	8-5-'09	
Lieut. G. L. Peterson.	A.S.C.....	Employed with Forces, Canada.....	18-7-'08	Date.	
Capt. A. B. Carey.....	R.E.....	Employed with Forces, Canada.....	22-8-'08	Date.	
Capt. J. P. Shine.....	R.M.....	Prof. R.M.C., Canada..	17-9-'08	Date.	
Capt. H. A. Kaulbach.	R. Lanc. Regt....	Staff Adj. R.M.C., Canada.....	17-9-'08	Date.	
Lieut. W. G. Tyrell.....	R.E.....	Employed with Forces, Canada.....	17-9-'08	Date.	
Capt. H. L. Bingay.....	R.E.....	Employed with Forces, Canada.....	9-10-'08	Date.	

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APPENDIX (A)—*Continued.*TABLE showing Officers of the Regular Forces—*Continued.*

Rank and Name.	Corps.	Appointment.	From	To	Remarks.
		CANADA— <i>Con.</i>			
		<i>Loans—Con.</i>			
Capt. H. Kemmis-Betty	R. Canadian Regt.....	Gen. Staff, 3rd Grade, England.....	10-1-'09	30-11-'10	(War Office).
Major C. Phillips.....	R.A.....	Instr. R. School Arty., Canada.....	28-5-'09	Date.	
Capt. W. J. P. Rodd.....	A.O.D.....	Insp. Ord. Machinery....	20-8-'09	Date.	
Lt.-Col. J. H. V. Crowe, <i>p.s.c.</i>	R.A.....	Comdt. R.M.C., Canada	23-9-'09	Date.....	General Staff, 1st Grade.
Capt. R. C. Hammond.	R.E.....	Prof. R.M.C., Canada..	1-10-'09	Date.	General Staff, 2nd Grade.
Major G. Paley, <i>p.s.c.</i> ...	Rifle Brigade.....	Dir. Opns. and Staff Duties, Canada.....	21-10-'09	Date.....	General Staff, 2nd Grade.
Capt. W. Robertson, <i>p.s.c.</i>	R.E.....	Prof. R.M.C., Canada...	1-4-'10	Date.....	General Staff, 2nd Grade.
Major T. W. Wood, <i>p.s.c.</i>	R.A.....	Prof. R.M.C., Canada...	2-4-'10	Date.....	General Staff, 2nd Grade.
Capt. W. E. Kemble.....	R.A.....	Employed with Forces, Canada.....	15-4-'10	Date.	
Capt. A. P. Birchall.....	R. Fus.....	Employed with Forces, Canada.....	15-4-'10	Date.	
Capt. F. S. Montague, Bates.....	E. S. Regt..	Employed with Forces, Canada.....	15-4-'10	Date.	
Capt. J. B. Walker.....	R.A.....	Employed with Forces, Canada.....	15-4-'10	Date.	
Capt. R. S. Bunbury....	R.A.....	Employed with Forces, Canada.....	15-4-'10	Date.	
Capt. A. J. Wolff.....	R.E.....	Prof. R.M.C., Canada	28-7-'10	Date.	
Capt. F. R. Sedgwick..	R.A.....	Prof. R.M.C., Canada..	11-8-'10	Date.	
Maj.-Gen. C. J. Mackenzie, C.B., <i>p.s.c.</i>		C.G.S. and 1st Military Member of Militia Council.....	20-10-'10	Date.....	Maj. Gen., Gen. Staff.
Maj. H. M. Elliot.....	R.A.....	Ch. Instr. R. School, Arty., Canada.....	17-3-'11	Date.	
		<i>Interchanges.</i>			
Lt.-Col. O. B. S. F. Shore D.S.O., <i>p.s.c.</i>	Indian Army.....	To Canada.....	1-1-'08	3-3-'09	Replaced by Capt. Hay.
Lieut. W. H. P. Elkins..	R. Canadian Arty.....	To India.....	4-4-'08	1909.....	
Capt. C. J. B. Hay, <i>p.s.c.</i>	Indian Arty.....	To Canada.....	4-3-'09	1911.	
Capt. A. F. C. Williams, D.S.O., <i>p.s.c.</i>	Indian Army....	To Canada.....	6-8-'10	Date...	
Capt. E. K. Eaton.....	R. Can. Regt.....	To India.....	1-9-'10	Date.	

APPENDIX (A)—Continued.

TABLE showing Officers of the Regular Forces—Continued.

Rank and Name.	Corps.	Appointment	From	To	Remarks.
AUSTRALIA.					
Loans.					
Major-General G. M. Kirkpatrick, p.s.c.....		Inspr.-Gen. Mil. Forces, Australia.....	8-5-'10	Date.	General Staff 2nd Grade.
Lt. Col. C. W. Gwynn, C.M.G., D.S.O., p.s.c.	R.E.....	Dr. Mil. Art. (Mil. Coll). Australia.....	20-1-'11	Date.....	
Lt.-Col. E. G. Sinclair-Maclagan.....	Yorks Regt	Dr. of Drills, Musk. &c., (Mil. Coll.), Australia.	20-1-'11	Date.	
Capt. R. L. Waller.....	R.E.....	Instr. Mil. Coll., Australia.....	20-1-'11		
Attachments.					
Major L. E. Tilney.....	Aus. Infy...	For instruction in India.	5-9-'08	1909.	
Major M. T. Kirby.....	Aus. F. Art.	For instruction in India.	1-9-'08	1909.	
Major F. H. Russel.....	Aus. F. Art.	For instruction in India.	5-9-'08	1909	
Capt. E. A. D. Brockman.....	Aus. Infy...	For instruction in India.	7-9-'08	1909	
Major W. A. Coxen.....	R. Aus. Art.	For instruction in England.....	1-1-'08	1910	
Capt. H. A. F. Wilkinson.....	Aus. Infy...	For instruction in India.	18-10-'09	1910	
Capt. M. H. Cruikshank	Aus. Infy...	For instruction in India.	12-10-'09	1910	
Capt. C. W. H. Coulter.	Aus. Infy...	For instruction in India.	27-9-'10		
Capt. J. H. Bisdée, V.C.	Aus. L. H.	For instruction in India.	27-9-'10		
Lieut. R. A. N. Plant...	Aus. L. H.	For instruction in India.	27-9-'10		
Lieut. E. F. D. Fethers.	Vic. Sco. Regt.....	For instruction in India.	27-9-'10	1910	
Major R. St. J. Pearce..	Aus. F. Art.	For instruction in India.	9-10-'09	1910	
Col. J. F. Flewell-Smith V.D.....	Queensland In. Brigade....	For instruction in India.	17-10-'09	1910	
Capt. E. C. Oldham....	Aus. Infy...	For instruction in India.	14-10-'09	1910	
Col. W. T. Bridges, C.M.G.....	R. Aus. Art.	Commonwealth Rep. of Im. G. S. in England.	20-8-'09	25-5-'10	
Interchanges.					
Capt. H. G. Reid.....	A.S.C.....	Employed with Forces, Australia.....	22-6-'08	15-6-'09	
Lieut. H. D. K. Macartney.....	R. Aus. A..	Attached for instruction, England.....	21-7-'08..		To Staff College 22-1-'10.
Capt. F. A. Wilson, D.S.O.....	R. A.....	Dr. Mil. Training, Australia.....	25-9-'08	Date.	
Capt. C. B. B. White, p.s.c.....	R. Aus. A..	G.S. 3rd. Grade, War Office.....	24-10-'08	Date.	
Capt. H. C. McWatters.	Indian Army....	To Australia.....	3-9-'09		
Capt. J. C. O'Brien.....	Aus. Forces.	To India.....	27-10-'08		
Major J. K. Forsyth....	Aus. Forces.	To India.....	14-9-'09		
Major F. A. Maxwell, V.C., D.S.O., p.s.c....	Indian Army....	To Australia.	4-3-'10		
Major C. L. Gregory....	Indian Army....	To Australia.....	12-10-'10	Date.	
Capt. C. H. Brand.....	Aus. Forces.	To India.....	7-9-'10	Date.	
Capt. W. E. Manser.....	R.E.....	To Australia.....	17-1-'10	25-10-'10	
Major J. H. Bruche.....	Aus. Forces.	Attached for instruction in England.....	25-1-'10	15-3-'11	

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APPENDIX (A)—*Continued.*TABLE showing Officers of the Regular Forces—*Continued.*

Rank and Name.	Corps.	Appointment.	From	To	Remarks.
NEW ZEALAND.					
<i>Loans.</i>					
Capt. Eff. W. Lascelles.	3rd. D.G...	Instrnl. Staff, New Zealand.....	30-5-'07	14-11-'10	Gen. Staff, 3rd Grade.
Lieut. C. Nelson.....	15th Hus-sars.....	Instrnl. Staff, N. Zealand.....	5-8-'07	31-1-'09	
Major H. D. Tuson, <i>p.s.c.</i>	Manch. Regt....	Adj. & Q.M.G., New Zealand.....	27-7-'07	26-7-'10	
Major H. F. Head.....	R.A.....	Dir. Ord. and Commandt. Permanent Force.....	3-4-'08	— 4-'11	
Maj.-Gen. A. J. Godley, C.B., <i>p.s.c.</i>		Commandt. Defence Forces, New Zealand.	7-10-'10	Date.	
Capt. D. C. Spencer-Smith.....	R.A....	Staff Officer to Commandt. Forces, New Zealand.....	19-10-'10	Date.	
Major G. N. Johnston..	R.A.....	Dir. Ord. and Commandt. of Permanent Artillery.....	4-5-'11	Date.	
Capt. H. O. Knox.....	A.S.C.....	To organise N.Z. A.S.C.	13-14-'11	Date.	
Capt. A. W. MacArthur-Onslow.....	16th Lancers.....	For employment with Forces, New Zealand.			
Capt. G. C. Hamilton..	Gren. Gds..	For employment with Forces, New Zealand.			Under Orders.
Capt. W. H. G. Burnett-Hitchcock.....	Roy. Fus...	For employment with Forces, New Zealand.			Under Orders.
Capt. A. Moore, D.S.C.	R. Dub.Fus	For employment with Forces, New Zealand.			Under Orders.
Capt. W. G. Braithwaite, D.S.O., <i>p.s.c.</i> ...	R. Welsh. "	For G. S. 3rd Grade in Districts, New Zealand			Under Orders.
Capt. W. R. Pinwill, <i>p.s.c.</i>	Liverpool Regt.....	For G. S. 3rd Grade in Districts, New Zealand			Under Orders.
Capt. Cochran, J.K., <i>p.s.c.</i> (One officer to be nominated).....	Leinster Regt.....	For G. S. 3rd Grade in Districts, New Zealand			Under Orders.
<i>Attachments.</i>					
Br.-Gen. R. H. Davies, C.B.....	N.Z. Forces	Commanding 6th Infantry Brigade, England.	16-10-'10	Date.....	
Lt. Col. F. W. Abbott, D.S.O.....	N.Z. Forces	For instruction in England.....			Under Orders.
Capt. J. S. Seddon.....	N.Z. Forces	For instruction in England.....			Under Orders.

APPENDIX (A)—Continued.

TABLE showing Officers of the Regular Forces—Continued.

Rank and Name.	Corps.	Appointment.	From.	To.	Remarks.
NEW ZEALAND—Con.					
Interchanges.					
Lt.-Col. E. S. Heard, p.s.c.....	North Fus..	Dr. Mil. Trng. and Staff Duties, New Zealand.	14-10-'10	Date.....	
Lt.-Col. J. T. Burnett- Stuart, D.S.O., p.s.c..	Rifle Brig..	Dr. Mil. Oper. and In- tell., New Zealand....	14-10-'10	Date.....	
Lieut. S. A. Grant.....	N.Z. Forces	Attached for instruction in England.....	16-7-'09	19-1-'11	*
Lieut. J. H. Whyte.....	N.Z. Forces	Attached for instruction in England.....	16-7-'09	19-1-'11	*
Lieut. J. E. Barton,	N.Z. Forces	Attached for instruction in England.....	16-7-'09	19-1-'11	*
Lieut. W. L. Robinson..	N.Z. Forces	Attached for instruction in England.....	16-7-'09	19-1-'11	*
Lieut. I. T. Standish....	R.N.Z.Arty	To be attached for in- struction in England...			Under Orders.
Lieut. W. M. McG. Turn- bull.....	N.Z. Forces	To be attached for in- struction in England...	19-1-'11		
Lieut. Burn.....	N.Z.St.Cps	To be attached for in- struction in England...	19-1-'11		
Lieut. Garland.....	N.Z.St. Cps	To be attached for in- struction in England...	19-1-'11		
SOUTH AFRICA.					
Loans.					
Hon. Capt. M. C. Row- land.....	R. Dub.Fus	Staff Officer Trans. Vol.	15-2-'03	Date.	
Capt. J. C. Hanna.....	R.A.....	Adj. Cape Garr. Arty...	14-1-'05	Date.	
Capt. R. W. White.....	R.A.....	Adj. Trans. Horse Arty.	6-8-'06	Date.	
Capt. C. G. Wickham, D.S.O.....	Norfolk Rgt	Adj. Imp. Light Horse, Trans.....	27-7-'06	Date.	
Capt. F. S. Irvine.....	R.A.M.C...	Adj. M.S.C. Trans. Vol.	13-10-'06	12-10-'09	
Lt. Col. L. J. Shadwell, p.s.c.....		Staff Officer, Volunteers, Cape of Good Hope...	23-2-'07	Date.	

*Interchange specially arranged for, i.e., 4 officers of subaltern rank to be sent to England annually for an aggregate period of 4 years, vice 2 Staff Officers sent to New Zealand for the same period.

APPENDIX (B).

STATEMENT showing Officers belonging to the Forces of the Oversea Dominions who are or have been at the Staff Colleges.

Course 1903-1904. (Camberley)—

Major D. I. V. Eaton (Canada).

Course 1905-1906. (Camberley)—

Lieutenant-Colonel H. E. Burstall (Canada).

Major A. H. Macdonnell, D.S.O. (Canada).

Course 1906-1907. (Camberley)—

Captain C. B. B. White (Australia).

Course 1907-1908. (Camberley)—

Lieutenant-Colonel E. W. C. Chaytor (New Zealand).

Major P. E. Thacker (Canada).

Captain H. Kemmis-Betty (Canada).

Course 1909-1910. (Camberley)—

Major W. B. Anderson (Canada).

Major W. E. C. Tanner (Natal).

Captain G. R. Richards (Natal).

Course 1910-1911.

At Camberley—Lieutenant H. D. K. Macartney (Australia).

At Quetta—Lieutenant E. F. Harrison (Australia).

Course 1911-1912. (Camberley)—

Lieutenant-Colonel A. Bauchop, C.M.G. (New Zealand).

Major J. H. Elmsley (Canada).

Captain E. H. Reynolds (Australia).

For the next course (1912-1913), several applications for admission have already been received, and it is to be apprehended that the number of admissions may be limited by want of accommodation at the Colleges rather than by any dearth of qualified candidates.

APPENDIX (C).

STATISTICS OF OFFICERS EXAMINED, 1905-10, INCLUSIVE.

Subject.	Rank.	BRITISH REGULAR ARMY.		
		Number Examined.	Number Failed.	Percentage of Failures.
D (i)— Military Engineering, Tactics, Map reading, Field sketching and reconnaissance.....	Captains....	2,017	191	9.46
	Lieutenants.	3,470	310	8.93
D (ii)— Military Law.....	Captains....	2,072	35	1.20
	Lieutenants.	3,551	130	3.66
D (iii)— Organization, Administration and Equipment....	Captains....	1,801	44	2.44
	Lieutenants.	3,150	198	6.28
D (iv)— Military History.....	Captains....	1,933	94	4.86
	Lieutenants.	3,525	426	12.08

STATISTICS OF OFFICERS EXAMINED, 1905-10, INCLUSIVE.

Subject.	Rank.	CANADIAN PERMANENT FORCES.		
		Number Examined.	Number Failed.	Percentage of Failures.
D (i)— Military Engineering, Tactics, Map reading, Field sketching and reconnaissance.....	Captains....	64	21	32.81
	Lieutenants.	99	12	12.12
D (ii)— Military Law.....	Captains....	66	9	13.63
	Lieutenants.	98	7	7.14
D (iii)— Organization, Administration and Equipment....	Captains....	47	5	10.63
	Lieutenants.	88	4	4.54
D (iv)— Military History.....	Captains....	52	5	9.61
	Lieutenants.	98	8	8.16

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APPENDIX (C).—*Continued.*

STATISTICS OF OFFICERS EXAMINED, 1905-10, INCLUSIVE.

Subject.	Rank.	AUSTRALIAN PERMANENT FORCES.		
		Number Examined.	Number Failed.	Percentage of Failures.
D (i)— Military Engineering, Tactics, Map reading, Field sketching and reconnaissance.....	Captains....	*10	3	30·00
	Lieutenants.	†16	1	6·25
D (ii)— Military Law.....	Captains....	10	1	10·00
	Lieutenants.	14	..	
D (iii)— Organization, Administration and Equipment....	Captains....	
	Lieutenants.	
D (iv)— Military History.....	Captains....	8	2	25·00
	Lieutenants.	11	..	

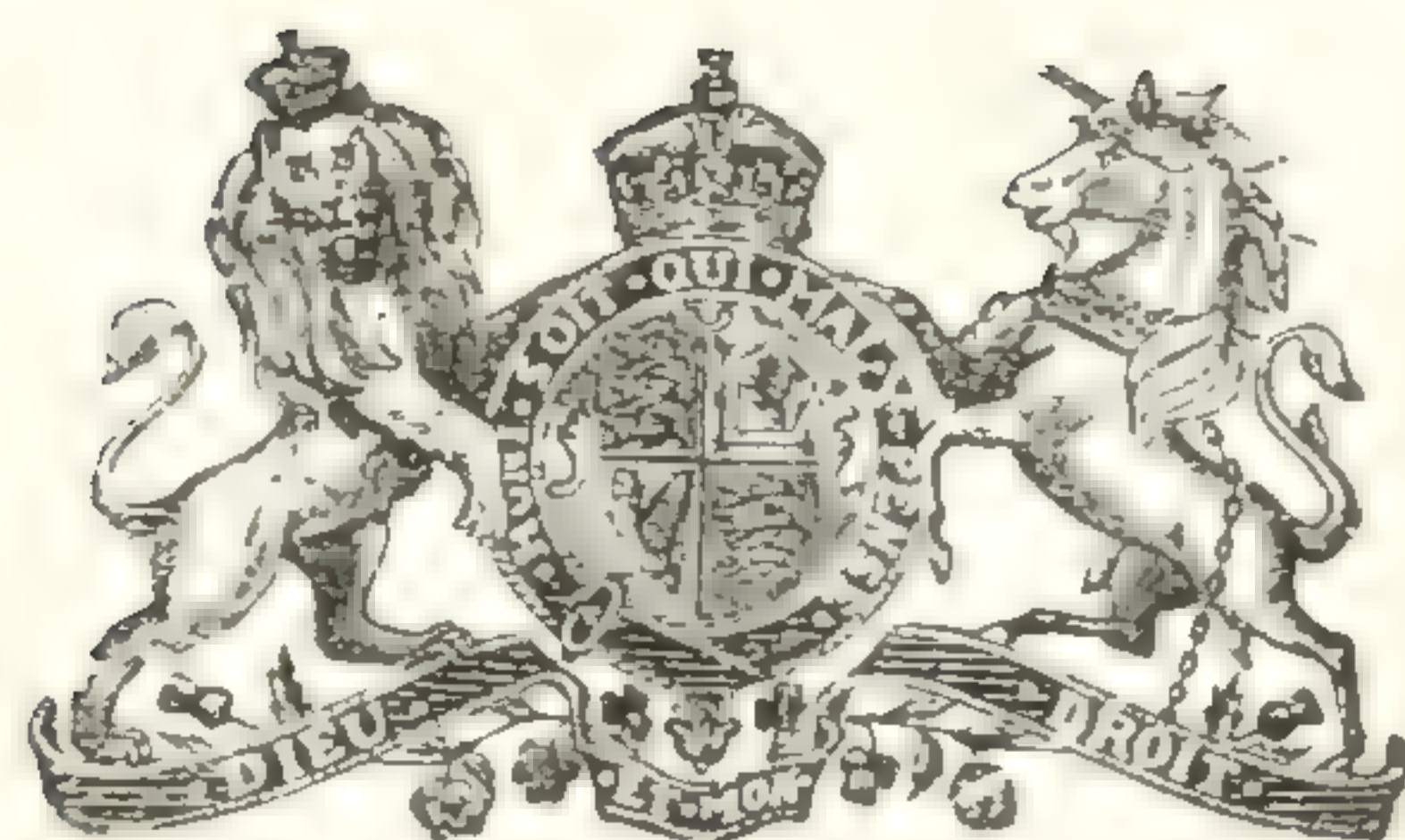
*December, 1909. †May to December, 1910.

TEXT

OF

PELAGIC SEALING TREATY

SIGNED AT WASHINGTON JULY 7, 1911



OTTAWA

PRINTED BY C. H. PARMELEE, PRINTER TO THE KING'S MOST
EXCELLENT MAJESTY

1911

[No. 210—1911.]

CONVENTION

BETWEEN GREAT BRITAIN, THE UNITED STATES OF AMERICA, JAPAN
AND RUSSIA, FOR THE ADOPTION OF MEANS LOOKING TO THE
PRESERVATION AND PROTECTION OF THE FUR SEAL.
SIGNED AT WASHINGTON, ON JULY 7, 1911.

The United States of America, His Majesty the King of the United Kingdom of Great Britain and Ireland, and of the British Dominions beyond the Seas, Emperor of India, His Majesty the Emperor of Japan, and His Majesty the Emperor of all the Russias, being desirous of adopting effective means for the preservation and protection of the fur seals which frequent the waters of the North Pacific Ocean, have resolved to conclude a Convention for the purpose, and to that end have named as their Plenipotentiaries:

The President of the United States of America, the Honourable Charles Nagel, Secretary of Commerce and Labour of the United States, and the Honourable Chandler P. Anderson, Counsellor of the Department of State of the United States;

His Britannic Majesty, the Right Honourable James Bryce, of the Order of Merit, his Ambassador Extraordinary and Plenipotentiary at Washington, and Joseph Pope, Esquire, Commander of the Royal Victorian Order and Companion of the Order of St. Michael and St. George, Under Secretary of State of Canada for External Affairs;

His Majesty the Emperor of Japan, Baron Yasuya Uchida, Jusammi, Grand Cordon of the Imperial Order of the Rising Sun, his Ambassador Extraordinary and Plenipotentiary at Washington; and the Honourable Hitoshi Dauké, Shoshii, Third Class of the Imperial Order of the Rising Sun, Director of the Bureau of Fisheries, Department of Agriculture and Commerce;

His Majesty the Emperor of all the Russias, the Honourable Pierre Botkine, Chamberlain of His Majesty's Court, Envoy Extraordinary and Minister Plenipotentiary to Morocco, and Baron Boris Nolde, of the Foreign Office;

Who, after having communicated to one another their respective full powers, which were found to be in due and proper form, have agreed upon the following articles:

ARTICLE I.

The High Contracting Parties mutually and reciprocally agree that their citizens and subjects respectively, and all persons subject to their laws and treaties, and their vessels, shall be prohibited, while this Convention remains in force, from engaging in pelagic sealing in the waters of the North Pacific Ocean, north of the thirtieth parallel of north latitude and including the Seas of Behring, Kamchatka, Okhotsk and Japan, and that every such person and vessel offending against such prohibition may be seized, except within the territorial jurisdiction of one of the other Powers, and detained by the naval or other duly commissioned officers of any of the Parties to this Convention, to be delivered as soon as practicable to an authorized official of their own nation at the nearest point to the place of seizure, or elsewhere as may be mutually agreed upon; and that the authorities of the nation to which such person or vessel belongs alone shall have jurisdiction to try the offence and impose the penalties for the same; and that the witnesses and proofs necessary to establish the offence, so far as they are under the control of any of the Parties to this Convention, shall also be furnished with all reasonable promptitude to the proper authorities having jurisdiction to try the offence.

1 GEORGE V., A. 1911

ARTICLE II.

Each of the High Contracting Parties further agrees that no person or vessel shall be permitted to use any of its ports or harbours or any part of its territory for any purposes whatsoever connected with the operations of pelagic sealing in the waters within the protected area mentioned in Article I.

ARTICLE III.

Each of the High Contracting Parties further agrees that no sealskins taken in the waters of the North Pacific Ocean within the protected area mentioned in Article I, and no sealskins identified as the species known as *Callorhinus alascanus*, *Callorhinus ursinus*, and *Callorhinus kurilensis*, and belonging to the American, Russian or Japanese herds, except such as are taken under the authority of the respective Powers to which the breeding grounds of such herds belong and have been officially marked and certified as having been so taken, shall be permitted to be imported or brought into the territory of any of the Parties to this Convention.

ARTICLE IV.

It is further agreed that the provisions of this Convention shall not apply to Indians, Ainos, Aleuts, or other aborigines dwelling on the coast of the waters mentioned in Article I, who carry on pelagic sealing in canoes not transported by or used in connection with other vessels, and propelled entirely by oars, paddles, or sails, and manned by not more than five persons each, in the way hitherto practised and without the use of firearms; provided that such aborigines are not in the employment of other persons, or under contract to deliver the skins to any person.

ARTICLE V.

Each of the High Contracting Parties agrees that it will not permit its citizens or subjects or their vessels to kill, capture or pursue beyond the distance of three miles from the shore line of its territories sea otters in any part of the waters mentioned in Article I of this Convention.

ARTICLE VI.

Each of the High Contracting Parties agrees to enact and enforce such legislation as may be necessary to make effective the foregoing provisions with appropriate penalties for violations thereof.

ARTICLE VII.

It is agreed on the part of the United States, Japan, and Russia that each respectively will maintain a guard or patrol in the waters frequented by the seal herd in the protection of which it is especially interested, so far as may be necessary for the enforcement of the foregoing provisions.

ARTICLE VIII.

All of the High Contracting Parties agree to co-operate with each other in taking such measures as may be appropriate and available for the purpose of preventing pelagic sealing in the prohibited area mentioned in Article I.

ARTICLE IX.

The term pelagic sealing is hereby defined for the purposes of this Convention as meaning the killing, capturing or pursuing in any manner whatsoever of fur seals at sea.

ARTICLE X.

The United States agrees that of the total number of sealskins taken annually under the authority of the United States upon the Pribilof Islands, or any other islands or shores of the waters mentioned in Article I subject to the jurisdiction of the United States to which any seal herds hereafter resort, there shall be delivered at the Pribilof Islands at the end of each season, fifteen per cent (15 per cent) gross in number and value thereof to an authorized agent of the Canadian Government, and fifteen per cent (15 per cent) gross in number and value thereof to an authorized agent of the Japanese Government; provided, however, that nothing herein contained shall restrict the right of the United States at any time and from time to time to suspend altogether the taking of sealskins on such islands or shores subject to its jurisdiction, and to impose such restrictions and regulations upon the total number of skins to be taken in any season and the manner and times and places of taking them, as may seem necessary to protect and preserve the seal herd or to increase its number.

ARTICLE XI.

The United States further agrees to pay the sum of two hundred thousand dollars (\$200,000) to Great Britain and the sum of two hundred thousand dollars (\$200,000) to Japan when this Convention goes into effect, as an advance payment in each case in lieu of such number of fur-seal skins to which Great Britain and Japan respectively would be entitled under the provisions of this Convention, as would be equivalent in each case to two hundred thousand dollars (\$200,000) reckoned at their market value at London at the date of their delivery before dressing and curing and less cost of transportation from the Pribilof Islands, such market value in case of dispute to be determined by an umpire to be agreed upon by the United States and Great Britain, or by the United States and Japan, as the case may be, which skins shall be retained by the United States in satisfaction of such payments.

The United States further agrees that the British and Japanese share respectively of the sealskins taken from the American herd under the terms of this Convention, shall be not less than one thousand (1,000) each in any year, even if such number is more than fifteen per cent (15 per cent) of the number to which the authorized killing is restricted in such year, unless the killing of seals in such year or years shall have been absolutely prohibited by the United States for all purposes except to supply food, clothing, and boat skins for the natives on the islands, in which case the United States agrees to pay to Great Britain and to Japan each the sum of ten thousand dollars (\$10,000) annually in lieu of any share of skins during the years when no killing is allowed; and Great Britain agrees, and Japan agrees, that after deducting the skins of their respective shares, which are to be retained by the United States as above provided to reimburse itself for the advance payment aforesaid, the United States shall be entitled to reimburse itself for any annual payments made as herein required, by retaining an additional number of sealskins from the British and Japanese shares respectively over and above the specified minimum allowance of one thousand (1,000) skins in any subsequent year or years when killing is again resumed, until the whole number of skins retained shall equal, reckoned at their market value determined as above provided for, the entire amount so paid, with interest at the rate of four per cent (4 per cent) per annum.

If, however, the total number of seals frequenting the United States islands in any year falls below one hundred thousand (100,000), enumerated by official count, then all killing, excepting the inconsiderable supply necessary for the support of the natives as above noted, may be suspended without allowance of skins or payment of money equivalent until the number of such seals again exceeds one hundred thousand (100,000), enumerated in like manner.

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ARTICLE XII.

It is agreed on the part of Russia that of the total number of sealskins taken annually upon the Commander Islands, or any other island or shores of the waters defined in Article I subject to the jurisdiction of Russia to which any seal herds hereafter resort, there shall be delivered at the Commander Islands at the end of each season fifteen per cent (15 per cent) gross in number and value thereof to an authorized agent of the Canadian Government, and fifteen per cent (15 per cent) gross in number and value thereof to an authorized agent of the Japanese Government; provided, however, that nothing herein contained shall restrict the right of Russia at any time and from time to time during the first five years of the term of this Convention to suspend altogether the taking of sealskins on such islands or shores subject to its jurisdiction, and to impose during the term of this Convention such restrictions and regulations upon the total number of skins to be taken in any season, and the manner and times and places of taking them as may seem necessary to preserve and protect the Russian seal herd, or to increase its number; but it is agreed, nevertheless, on the part of Russia that during the last ten years of the term of this Convention not less than five per cent (5 per cent) of the total number of seals on the Russian rookeries and hauling grounds will be killed annually, provided that said five per cent (5 per cent) does not exceed eight-five per cent (85 per cent) of the three-year-old male seals hauling in such year.

If, however, the total number of seals frequenting the Russian islands in any year falls below eighteen thousand (18,000) enumerated by official count, then the allowance of skins mentioned above and all killing of seals except such as may be necessary for the support of the natives on the islands may be suspended until the number of such seals again exceeds eighteen thousand (18,000) enumerated in like manner.

ARTICLE XIII.

It is agreed on the part of Japan that of the total number of sealskins taken annually upon Robben Island, or any other islands or shores of the waters defined in Article I subject to the jurisdiction of Japan to which any seal herds hereafter resort, there shall be delivered at Robben Island at the end of each season ten per cent (10 per cent) gross in number and value thereof to an authorized agent of the United States Government, ten per cent (10 per cent) gross in number and value thereof to an authorized agent of the Canadian Government, and ten per cent (10 per cent) gross in number and value thereof to an authorized agent of the Russian Government; provided, however, that nothing herein contained shall restrict the right of Japan at any time and from time to time during the first five years of the term of this Convention to suspend altogether the taking of sealskins on such islands or shores subject to its jurisdiction, and to impose during the term of this Convention such restrictions and regulations upon the total number of skins to be taken in any season, and the manner and times and places of taking them as may seem necessary to preserve and protect the Japanese herd, or to increase its number; but it is agreed, nevertheless, on the part of Japan that during the last ten years of the term of this Convention not less than five per cent (5 per cent) of the total number of seals on the Japanese rookeries and hauling grounds will be killed annually, provided that said five per cent (5 per cent) does not exceed eighty-five per cent (85 per cent) of the three-year-old male seals hauling in such year.

If, however, the total number of seals frequenting the Japanese islands in any year falls below six thousand five hundred (6,500) enumerated by official count, then the allowance of skins mentioned above and all killing of seals except such as may be necessary for the support of the natives on the islands may be suspended until the number of such seals again exceeds six thousand five hundred (6,500) enumerated in like manner.

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ARTICLE XIV.

It is agreed on the part of Great Britain that in case any seal herd hereafter resorts to any islands or shores of the waters defined in Article I subject to the jurisdiction of Great Britain, there shall be delivered at the end of each season during the term of this Convention ten per cent (10 per cent) gross in number and value of the total number of sealskins annually taken from such herd to an authorized agent of the United States Government, ten per cent (10 per cent) gross in number and value of the total number of sealskins annually taken from such herd to an authorized agent of the Japanese Government, and ten per cent (10 per cent) gross in number and value of the total number of sealskins annually taken from such herd to an authorized agent of the Russian Government.

ARTICLE XV.

It is further agreed between the United States and Great Britain that the provisions of this Convention shall supersede, in so far as they are inconsistent therewith or in duplication thereof, the provisions of the treaty relating to the fur seals, entered into between the United States and Great Britain on the 7th day of February, 1911.

ARTICLE XVI.

This Convention shall go into effect upon the 15th day of December, 1911, and shall continue in force for a period of fifteen (15) years from that date, and thereafter until terminated by twelve (12) months' written notice given by one or more of the Parties to all of the others, which notice may be given at the expiration of fourteen years or at any time afterwards, and it is agreed that at any time prior to the termination of this Convention, upon the request of any one of the High Contracting Parties, a conference shall be held forthwith between representatives of all the Parties hereto, to consider and if possible agree upon a further extension of this Convention with such additions and modifications, if any, as may be found desirable.

ARTICLE XVII.

This Convention shall be ratified by the President of the United States, by and with the advice and consent of the Senate thereof, by His Britannic Majesty, by His Majesty the Emperor of Japan, and by His Majesty the Emperor of all the Russias; and ratifications shall be exchanged at Washington as soon as practicable.

In faith whereof, the respective Plenipotentiaries have signed this Convention in quadruplicate and have hereunto affixed their seals.

Done at Washington the seventh day of July, in the year one thousand nine hundred and eleven.

CHARLES NAGEL,	[L.S.]
CHANDLER P. ANDERSON,	[L.S.]
JAMES BRYCE,	[L.S.]
JOSEPH POPE,	[L.S.]
Y. UCHIDA,	[L.S.]
H. DAUKE,	[L.S.]
P. BOTKINE,	[L.S.]
NOLDE	[L.S.]



